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Report of the Secretary-General on the deployment of the African Union-United Nations Hybrid Operation in Darfur

I. Introduction

1. The present report is submitted pursuant to paragraph 6 of Security Council resolution 1769 (2007), by which the Council requested me to report every 30 days on the implementation of paragraph 5 of the resolution, which sets the following benchmarks for the deployment of the African Union-United Nations Hybrid Operation in Darfur (UNAMID):

(a) No later than October 2007, UNAMID shall establish an initial operating capability for the headquarters and establish financial arrangements to cover troop costs for all personnel deployed to the African Union Mission in the Sudan (AMIS);

(b) As of October 2007, UNAMID shall complete preparations to assume operational command authority over the light support package, personnel currently deployed to AMIS, and heavy support package and hybrid personnel by the transfer of authority;

(c) No later than 31 December 2007, UNAMID shall assume authority from AMIS.

The report covers steps taken towards these goals during the month of October 2007. A separate report will be submitted pursuant to paragraph 21 of resolution 1769 (2007).

II. Security situation

2. The overall security situation in Darfur continued to deteriorate during the month of October, with an increase in the use of violence by some parties. Heavy fighting took place in Adilla (Southern Darfur), Tawilla (Northern Darfur), and Muhajeriya (Southern Darfur).

3. On 8 October, Muhajeriya, a town under the control of SLM/Minnawi, was attacked reportedly by militia from the Maalya tribe. An Antonov aircraft of the Sudanese Armed Forces was reportedly seen circling the area during the attack but there was no evidence of aerial bombing. According to unconfirmed reports, 40 civilians were killed and scores more were injured during the attack. Some 20,000 civilians were forced to flee Muhajeriya and 29 international

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non-governmental organization staff operating in the area had to be relocated owing to the insecurity. In response to the needs of the displaced population, humanitarian agencies were able to airlift and deliver some relief assistance to the population, many of whom had gathered around the AMIS group site.

4. On 24 October, the Justice and Equality Movement (JEM) announced that its forces had attacked Sudanese soldiers at the Defra oilfield (Kordofan region) and kidnapped two expatriate employees on 23 October. JEM claimed to have killed 20 Sudanese Armed Forces soldiers and captured three SAF vehicles in this attack. The Movement further warned that oil infrastructure and related foreign investment in the Sudan would be targeted in the future.

5. Attacks on humanitarian workers have also continued. During the 8 October attack on Muhajeriya, three locally hired non-governmental organization staff were shot and killed. On 12 October, one World Food Programme (WFP) driver was shot north of Nyala when attackers looted 25 bags of sorghum. Two other WFP drivers were killed at Abu Jabra (230 km south-east of Nyala) on 16 October.

6. The presence of militia and rebel groups in and around some internally displaced person camps has resulted in violence inside these camps. On 20-21 October, clashes in Kalma camp in Southern Darfur, caused in part by military action by the Government and rebel movements, have further placed at risk the 91,000 internally displaced persons living there. As a result, an estimated 10,000 to 15,000 internally displaced persons have reportedly fled the camp in fear for their lives. To avoid a further escalation of the situation, the United Nations and AMIS have met with state authorities to find a coordinated solution to the insecurity in the camp.

Chad-Sudan border

7. During the same reporting period, a significant deterioration of the security situation on the Chadian side of the Chad-Sudan border began to spill over into Darfur. A series of clashes between armed elements from the Tama and Zaghawa tribes claimed more than 20 lives in eastern Chad and on 16 October, the Government of Chad declared a 12-day state of emergency along Chad's eastern border. On 17 October, elements belonging to the United Front for Democratic Change crossed the border from Chad into Western Darfur with 60 vehicles. On 25 October, four of the main rebel groups signed a peace agreement with the Government of Chad under the auspices of the Libyan Arab Jamahiriya in Sirte. The agreement called for an immediate ceasefire, which, if implemented, would contribute to improving the stability of the country and the subregion.

Investigation of the attack on AMIS in Haskanita

8. Preliminary results of an investigation initiated by the AMIS Force Commander immediately after the attack on the AMIS military group site in Haskanita on 29 and 30 September suggest that the attack was conducted by rebels entering the camp in vehicles bearing the inscription "JEM". The motive of the attack appears to have been looting of AMIS logistical equipment. A joint African Union-United Nations investigation is under way, the results of which will be made public once finalized. The information that is available so far regarding the attack suggests that the need to deploy a robust and credible force to Darfur is urgent, and highlights the need for that force to be able to protect itself as well as civilians.

manner, to provide the requisite equipment for their troops, and to sustain themselves in a challenging environment.

14. The United Nations transmitted the list to the Government of the Sudan on 2 October. On 8 October, a United Nations team travelled to Khartoum to support UNAMID Force Commander Agwai in a meeting with Sudanese military officials to explain the rationale for the force configuration. The Government of the Sudan has not yet provided its views on the list. Chairperson Konaré and I feel strongly that this package of troop contributors fulfils the stated priorities, and any diminishment of its capacity would put the mission at risk. I look forward to the positive response of the Government of the Sudan on the UNAMID force composition because it is now critical to move towards deployment without further delay in order to meet the benchmarks set in resolution 1769 (2007).

15. Efforts towards the establishment of the initial police component of UNAMID have also moved forward. Commitments have been received for over 2,600 police officers and 28 Formed Police Units and the selection is being finalized with the African Union. The first of the UNAMID Formed Police Units, from Indonesia, is due to arrive in the mission area towards the end of the year.

VI. Logistical arrangements

16. On 26 September 2007, a combined United Nations-African Union inspection of AMIS assets and self-sustainment equipment concluded that AMIS infantry units do not have the equipment described in the United Nations table of allowances, nor the self-sustainment capability required from UNAMID troop-contributing countries on the date of the transfer of authority. At this time, AMIS troop-contributing countries continue to be reliant on donor equipment and donor- or African Union-contracted camp services. The provision of equipment and self-sustainment support to AMIS troops in advance of the transfer of authority is therefore an urgent priority. The United Nations and the African Union, together with AMIS partners, are working to finalize logistics issues and to put in place alternative support contracts for fuel, rations, catering and camp services.

17. Meanwhile, strategic deployment stocks continue to be prepositioned in El Obeid and in UNAMID camp locations in Nyala, El Fasher, El Geneina and Zalingei. The UNAMID training facility in El Obeid has been designed and is expected to be operational by 31 December 2007.

VII. Administrative and legal arrangements

18. The sole-source contract for camp construction and support services for the initial four UNAMID camps in Nyala, El Fasher, El Geneina, and Zalingei has been signed.

19. Additional transitional support arrangements have been initiated, including the verification — completed on 25 October — of AMIS personnel in order to allow the reimbursement of troop costs and daily allowances; the enhancement of AMIS communications equipment to facilitate command and control between the mission headquarters in El Fasher and AMIS and heavy support package units; and the transfer of assets from UNMIS to UNAMID.

20. Arrangements for the allocation of land and facilities at Nyala, El Fasher, El Geneina and Zalingei are ongoing. On 16 October 2007, the Government of Southern Darfur State signed a memorandum of understanding providing land in Nyala for UNAMID in accordance with the model status-of-forces agreement for peacekeeping operations. Authorities in El Fasher, El Geneina and Zalingei also agreed to provide suitable land.

21. The Government of the Sudan has granted permission to land heavy cargo aircraft in Khartoum and to position two UNAMID helicopters in Nyala. Efforts continue to resolve other outstanding issues, including with regard to permissions required to conduct night flying throughout all three Darfur States, which will be fundamental to implementing the UNAMID mandate.

VIII. Financial arrangements

22. The proposed budget for UNAMID for the period from 1 July 2007 to 30 June 2008 (A/62/380) was reviewed by the Advisory Committee on Administrative and Budgetary Questions in mid-October 2007 and is scheduled to be submitted to the Fifth Committee in November 2007.

23. In the meantime, as an exceptional measure outlined in my letter dated 2 October 2007 to the President of the General Assembly (A/62/379), substantial support to AMIS under the heavy support package provisions is being financed through the temporary use of the United Nations Mission in the Sudan resources. Upon approval by the General Assembly of the budget for UNAMID, expenditures incurred by UNMIS in support of AMIS will be reimbursed by UNAMID.

24. In addition, the reimbursement of AMIS troop-contributing governments, as required by paragraph 5 (a) of Security Council resolution 1769 (2007), is set to begin in mid-November 2007 for the month of October 2007.

IX. UNAMID interaction with the Government of Sudan

25. On 10 October, the Government of the Sudan established two national mechanisms by presidential decree to facilitate all aspects of peacekeeping operations in Darfur. The first is an inter-ministerial committee dealing with policy issues, which is chaired by Presidential Adviser Nafie Ali Nafie, and comprises the Ministers of Foreign Affairs, Interior, Defence, Finance, and Humanitarian Affairs, as well as the Director-General of the National Security and Intelligence Service. The second mechanism is a technical committee dealing with implementation activities in connection with the hybrid operation. It will be co-chaired by senior officials from the Ministries of Foreign Affairs and Defence, and will also include senior representatives of other government ministries.

X. Peace negotiations

26. In the meantime, the Darfur peace talks opened in Sirte, Libyan Arab Jamahiriya, on 27 October, under the leadership of the United Nations and African Union Special Envoys for Darfur, Jan Eliasson and Salim Ahmed Salim, respectively. Representatives of the Government of the Sudan as well as

18 representatives of non-signatory movements were present at the opening session. They represented the SLM G-19 — Khamees Abdullah; JEM Collective Leadership — Bahar/Banda; the National Movement for Reconstruction and Development — Khalil Abdullah; the Sudan Federal Democratic Alliance — Ahmed Ibrahim Diraige; the Revolutionary Democratic Forces Front — Salah Abu Surrah; and the United Revolutionary Force Front— Alhadi Agabeldour.

27. A number of leading personalities did not attend the opening session, including Khalil Ibrahim of JEM, Abdul Wahid of SLA/M, Abdallah Yehya of SLA/M Unity, Abdel Shafie of SLA/M, and Khamees Abdalla of SLA/M. However, representatives from civil society, including internally displaced persons, women and tribal leaders were also present. High-level representatives from the four regional partner countries (Chad, Egypt, Eritrea and the Libyan Arab Jamahiriya) and from the broader international community attended.

28. During the opening session, the Government committed itself to a unilateral cessation of hostilities. This commitment is welcome. Despite the announcement, however, the same day, two Government helicopter gunships fired seven missiles near a water point south of Jebel Moon (75 km north east of El Geneina). No casualties were reported, but the attack caused a fire. It is essential that all parties exercise maximum restraint while peace talks are under way and beyond.

29. Following the opening session, the Mediation has been holding closed meetings with the Government delegation and the movements. The movements are still not united on the way forward proposed by the Mediation. Some asked for more time for internal consultations and a recess of talks. Other movements highlighted the importance of maintaining momentum for the current process.

30. Plans are under way for a senior-level African Union-United Nations delegation to meet those movements in Juba and Darfur. Both in the Libyan Arab Jamahiriya and in the Sudan, the Mediation is discussing the agenda, format, structure, timing and substantive issues of the talks. There are indications that some of the movements that did not attend the opening session would be prepared to join the process in Sirte, with some preconditions, in the next few weeks.

XI. Observations

31. The situation in Darfur is at a crossroads. On one side, there is rising violence, while on the other there is an opportunity for peace through political negotiations, and through the deployment of a peacekeeping force that can help make a difference.

32. I am concerned that the security incidents over the past month and the continuing delays in the deployment of UNAMID could lead to a further deterioration in the situation on the ground. It is urgent, at this time, that those Member States which are in a position to contribute the missing transportation and aviation capabilities for UNAMID do so. Without these critical units, the mission will not be able to implement its mandate. The speedy and effective deployment of UNAMID also depends on the cooperation of the Government of the Sudan with regard to facilitating the acquisition of land, flight operations rights for United Nations aircraft, and agreement to the composition of the UNAMID force. In this regard, I welcome the most recent steps taken by the Government to establish an

inter-ministerial committee and a technical mechanism to facilitate peacekeeping in Darfur and I count on the cooperation and active efforts of these bodies to facilitate the early deployment of UNAMID. I call on the Government to agree to the troop composition of UNAMID jointly submitted by the African Union and the United Nations. This force composition is predominantly African, as required by resolution 1769 (2007), and provides for a force that would meet United Nations standards and would be capable of deploying in a timely manner.

33. The United Nations and the African Union are concerned by a growing perception in Darfur that some ongoing security incidents and attacks against AMIS are caused by the non-payment of allowances to Darfur factions participating in the work of the Ceasefire Commission. As a matter of principle, and to avoid further security risks, the United Nations and the African Union believe that donors need to meet their obligations to AMIS and the Ceasefire Commission through a one-off payment before the transfer to UNAMID. At the same time, an effective mechanism for monitoring a new ceasefire would have to be developed during the Sirte talks.

34. The beginning of peace talks on 27 October in Sirte represents a unique opportunity to achieve a definitive end to the suffering of the people of Darfur, who continue to be threatened by violence and insecurity and to languish in camps 17 months after the signing of the Darfur Peace Agreement. The deployment of a robust African Union-United Nations peacekeeping force will make a difference and help to improve the security conditions on the ground. However, it is only through political dialogue and inclusive consultations that the parties will be able to reach a viable, sustainable and comprehensive solution to the crisis there.

35. I would like to express my gratitude to the Leader of the Revolution and to the Libyan people for hosting the peace talks on Darfur. I would also like to thank Chairperson Konaré of the African Union for the remarkable collaboration we have developed between our two organizations. I commend our two Special Envoys for Darfur, Jan Eliasson and Salim Ahmed Salim, for the relentless efforts they have made over the last 10 months to re-energize the political process and bring the parties to the negotiating table.

36. In my message at the opening session of the peace talks, I urged all parties to commit to an immediate cessation of hostilities. I also urged all those who can play a role in helping the negotiations to reach a successful outcome to do their utmost to support the process in earnest. While we continue our efforts to deploy UNAMID, the international community has a collective responsibility to urge the parties to stop any further escalation of violence, to engage constructively in the United Nations-African Union-led talks, and to make the political compromises necessary to come to a lasting solution.